



Biometric Exit & H-1B and L-1 Fees Spend Plan

June 18, 2018

Fiscal Year 2017 Report to Congress



Homeland
Security

U.S. Customs and Border Protection

Message from the Acting Deputy Commissioner of CBP

June 18, 2018

I am pleased to submit the following “Biometric Exit & H-1B and L-1 Fees Spend Plan,” which has been prepared by U.S. Customs and Border Protection (CBP).

The report has been compiled pursuant to the language set forth in the Joint Explanatory Statement, House Report 114-668, and Senate Report 114-264, which accompany the Fiscal Year (FY) 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31). The report provides a detailed expenditure plan for biometric exit activities, which outlines how innovative technology and effective collaboration with airports and airlines will minimize the need for additional CBP staffing. This report also provides a spend plan for the H-1B and L-1 fees and other resources being applied to exit implementation in FYs 2016 and 2017.



Pursuant to congressional requirements, this report is being provided to the following Members of Congress:

The Honorable Kevin Yoder
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Lucille Roybal-Allard
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Shelley Moore Capito
Chairman, Senate Appropriations Subcommittee on Homeland Security

The Honorable Jon Tester
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

I would be pleased to respond to any questions you may have. Please do not hesitate to contact my office at (202) 344-2001.

Sincerely,

A handwritten signature in black ink, which appears to read "Ronald Vitiello". The signature is written in a cursive, flowing style.

Ronald D. Vitiello
Acting Deputy Commissioner
U.S. Customs and Border Protection

Executive Summary

The Biometric Exit & H-1B and L-1 Spend Plan describes estimates to expend funds authorized by the FY 2016 DHS Appropriations Act (P.L. 114-113), which authorizes up to \$1 billion over a period of 10 years, dependent on actual fee collections, for the implementation of a biometric entry and exit program. DHS began collecting fee funds via the 9/11 Response and Biometric Exit Account in the second fiscal quarter of 2016, resulting in a total collection of \$78.4 million for FY 2016 and \$62.3 million in FY 2017. CBP utilized the actual value of fees collected in FY 2016 and FY 2017 and an estimated annual collection value of \$71 million for FY 2018 through FY 2025 to develop the spend plan. The estimated annual fee collection for FY 2018 through FY 2025 is based on the number of similar visa applications filed, and fees collected, in FY 2016 and FY 2017.

CBP's initial focus is to deploy biometric exit capability in the air environment. In line with CBP's vision for biometric exit, CBP will work in partnership with the air travel industry in the implementation of the biometric exit program. CBP will build a device-agnostic back-end system and infrastructure that will allow for private-sector investment in front-end infrastructure, such as biometrically enabled self-service baggage kiosks, facial recognition self-boarding gates, and other biometrically enabled services.

This document estimates the cost to support biometric exit capabilities at the top 20 airports, which are used by greater than 95 percent of foreign nationals departing the United States by air. CBP's plan is to build the back-end systems and infrastructure in three phases starting in FY 2017 and running through FY 2019. The back-end systems and infrastructure must be in place prior to the front-end biometric collection capabilities being integrated into the air exit system. The estimate does not include biometric capture devices at the airport departure gates in FY 2017. CBP envisions developing public/private partnerships with industry enabling all stakeholders to incorporate biometric capture solutions as part of the departure process and to provide the biometrics to CBP for biometric verification.

CBP developed a spend plan that is based on a projection of all 10 years of the biometric exit fee fund; however, CBP's primary focus in FY 2017 and FY 2018 is on developing the essential program elements for biometric exit. The outyear costs are variable because of collection of biometric exit fees, CBP enforcement requirements, and the deployment schedule of front-end biometric capture devices. CBP does not estimate any additional funding requirements for FY 2018 and FY 2019, based on the current fee revenue projections.

CBP initially identified a staffing requirement of 441 CBP officers to optimize outbound enforcement support for the Biometric Air Exit Program on the basis of the initial funding projections and an estimated deployment schedule. Since the initial spend plan was created, actual fee collections from the program have decreased by approximately 30 percent, which refined the total program fee funding estimate from \$1 billion to \$709 million. In order to meet the \$709 million program funding currently projected through FY 2025, CBP anticipates that it will have to reduce the level of CBP officers to 148. The final deployment schedule of officers will be dependent upon successful implementation of public/private partnerships. CBP intends

to update the spend plan annually on the basis of biometric exit fees collected per year and the refined deployment schedule of biometric exit capabilities at airports. CBP will continue to assess the program as deployed to recognize operational and technical efficiencies that can lower the overall cost of the program. CBP's fee authority expires after FY 2025, and a long-term funding solution is required to cover the cost of officer staff, operations and maintenance, and technology refresh of the solution after FY 2025.



Biometric Exit & H-1B and L-1 Spend Plan

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I. Legislative Language

This document was compiled pursuant to the legislative language set forth in the Joint Explanatory Statement, House Report 114-668, and Senate Report 114-264, which accompany the Fiscal Year (FY) 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31).

The Joint Explanatory Statement states:

As directed in the House report, CBP shall provide a detailed expenditure plan for biometric exit activities within 90 days of the date of enactment of this Act. To the extent practicable, the plan should outline how innovative technology and effective collaboration with airports and airlines will minimize the need for additional CBP staffing.

The House Report 114-668 states:

The Committee directs the Commissioner to provide a detailed expenditure plan to the Committees not later than 90 days after the date of enactment of this Act, regarding the expenditure of funds available in the 9/11 Response and Biometric Exit Account established in Division O of Public Law 114-113, for the purpose of implementing the biometric entry and exit data system required by section 7208 of the Intelligence Reform and Terrorism Prevention Act. The plan should include information on the timeline for deployment of a biometric exit system, as well as a description of the capability that this funding can procure and support. Further, the plan should include a realistic cost estimate for full implementation.

The Senate Report 114-264 states:

Not later than 90 days after the date of enactment of this act, CBP shall provide additional information on the biometric solutions most likely to be adopted, including details on the potential concepts of operations, coordination with airports and airlines, and estimated technology and personnel costs.

Senate Report 114-264 further states:

The Congress has made clear its priority that the Department implement biometric exit. Unfortunately, the Comprehensive Biometric Entry/Exit Plan submitted to the Congress, as required by Public Laws 113-76 and 114-4, did not clearly articulate resources needed or the schedule by which DHS would move forward. In the meantime, Public Law 114-113 provided a dedicated funding stream for exit implementation through changes to H-1B and L-1 visa fees, revenue that United States Citizenship and Immigration Services [USCIS] is already collecting for CBP use. ... As such, the Department is directed to provide a spend plan for the H-1B and L-1 fees and other resources being applied to exit implementation in fiscal years 2016 and 2017 not later than 30 days after the date of enactment of this act.

II. Background

U.S. Customs and Border Protection (CBP) created the Entry/Exit Transformation Office (EXT) under the CBP Office of Field Operations Planning, Program Analysis, and Evaluation in FY 2013 to meet the entry-exit mission. EXT developed a long-term Entry/Exit Transformation strategy to implement a comprehensive biometric exit solution. On the basis of the new funding authorized under the FY 2016 DHS Appropriations Act (P.L. 114-113), EXT will establish a program of record (PoR) for biometric exit. To establish the PoR, EXT must complete program artifacts, which will document concepts of operations and operational requirements for the comprehensive biometric exit solution. These concepts and requirements are based on CBP's past and ongoing market research including findings from biometric experiments¹ conducted to date, and the findings from the Apex Air Entry/Exit Reengineering partnership with the DHS Science and Technology Directorate. The program artifacts will be utilized to complete acquisition milestones required to establish the PoR, which will enable CBP to develop and implement the solutions utilizing the funding authorized by Congress. As mentioned, the initial focus of the program is the implementation of Biometric Air Exit; however, the program scope will cover all travel modes, including air, land, and sea.

¹ Experiments have included Biometric Exit Mobile, Pedestrian Biometric Exit, 1-to-1 Face Comparison, and Atlanta Departure Information System Test, among others.

III. Discussion

The Biometric Exit Spend Plan describes estimates to expend funds authorized by the FY 2016 DHS Appropriations Act (P.L. 114-113), which includes up to \$1 billion over a period of 10 years for the implementation of a biometric exit program across all modes of travel. The spend plan presented in this document represents rough-order-of-magnitude estimates only, as of July 2017. A full lifecycle cost estimate (LCCE) will be completed as part of the establishment of the Biometric Exit PoR. CBP will focus initially on the air environment with continued pilot projects for sea and land operational environments.

A. Scope

This document describes each of the cost elements required to begin implementation of the biometric air exit solution. While covering 10 years, this document focuses primarily on the next 2 years because those costs can be estimated with the most fidelity:

- **Information Technology (IT) Investment**, to include network and infrastructure costs, as well as upgrades or creation of entry and exit applications to support biometric exit data collection;
- **Programmatic and Operational Support**, to include costs for management of the program, including acquisition, stakeholder management, and communications;
- **Technology Innovation**, in order to continue furthering biometric exit in the air, land, and sea environments; and
- **Officer Costs**, to provide law enforcement action when needed in the departure environment.

B. CBP's Biometric Entry/Exit Vision for Air

Working in partnership with the air travel industry, CBP will lead the transformation of air travel using biometrics as the key to enhancing security and unlocking benefits that dramatically improve the entire traveler experience. CBP envisions that biometrics can replace documentation like a passport, boarding pass, or a driver's license for many of the routine aspects of airline travel. Ultimately, this will make air travel more convenient and easier for travelers while simultaneously making it more secure.

CBP will use a traveler's face as the primary way of identifying travelers and facilitating their entry to and exit from the United States, while still leveraging fingerprints for watchlist checks. This will create the opportunity for CBP to transform air travel by enabling all parties in the travel system to match travelers to their data via biometrics, thus unlocking benefits that address CBP's border security mandate and enhance the entire traveler experience.

The CBP "Biometric Pathway" will utilize biometrics to streamline passenger processes throughout the air travel continuum, and will provide airport and airline entities with the opportunity to verify identities against DHS information systems using the data available. CBP

will partner with airlines, airports, and the Transportation Security Administration to build a biometric matching system that allows for private-sector investment in front-end biometric collection devices, such as self-service baggage drop-off kiosks, facial recognition self-boarding gates, and other equipment. This system ultimately will enable a biometric-based entry/exit system to provide significant benefits to air travel partners, in addition to establishing a biometric air exit system.

C. Cost Elements and Assumptions

1. IT Investment

CBP will build out the back-end system to support biometric exit. The back-end system will be built in three phases: Phase 1 – Operationalize the pilot in Atlanta; Phase 2 – Build enterprise services and an end-state biometric exit solution; and Phase 3 – Create a scalable infrastructure to support international air exit at the top 20 airports.

Phase 1 – Operationalize Atlanta Pilot

In FY 2017, CBP operationalized the Atlanta pilot² by initiating real-time electronic biometric matching at the boarding gate, resulting in a biometric confirmation being written into the TECS crossing record. CBP added additional lookout information (e.g., biometric watchlist hits, potential enter without inspection) to the Atlanta Passenger Analysis Unit (PAU) outbound hotlist for review prior to flight departure. The PAU utilizes the hotlist information to determine what enforcement actions, if any, need to be taken. Officers implementing this effort will leverage the existing mobile program to identify targets encountered at the gate and to permit fingerprint verification and closeout of the encounter. Phase 1 set the foundation for CBP’s biometric exit solution.

IT Investment Cost	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total
Phase I	\$0.43M	\$0.00M	\$0.43M							

Phase 2 – Build Enterprise Services and Biometric Exit Solution

CBP will build biometric matching and other services, which will support biometric exit and can be leveraged later for entry processing. The purpose of Phase 2 is to develop the overall IT infrastructure that the front-end cameras can “plug in to” once they are ready to deploy the collection capability. CBP expects that this will be a staggered process with rollout of public/private partnerships.

The cost estimates include building enterprise services, including facial matching, developing interface standards, referencing biometric exit architecture and interfaces to CBP back-end

² The “Atlanta pilot” (also called the Atlanta Departure Information System Test) was a program where passengers on one specific flight per day departing Atlanta had facial biometrics collected at the boarding gate. The images were compared to existing DHS biometric data on the basis of who was expected to be on that flight, per airline manifest data. The images were not compared in real time, so no action was taken on any passenger as a result of any biometric match or nonmatch.

systems, building alert capabilities to mobile applications for outbound enforcement teams, and upgrading targeting applications to comply with new outbound enforcement policies.

IT Investment Cost	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total*
Phase II	\$30.31M	\$28.45 M	\$19.41M	\$0.00M	\$0.00M	\$0.00M	\$0.00M	\$0.00M	\$0.00M	\$78.16M

*Totals may not add correctly due to rounding.

Phase 3 – Transition to Scalable Infrastructure

CBP will build out a scalable infrastructure to support onboarding of front-end capture solutions. The costs include network, infrastructure, and matching services to support international departures across the top 20 airports starting in FY 2018. CBP will provide the capacity to support five percent of international air departures by the end of FY 2018 and will develop scalability that rapidly can increase the capacity of the CBP biometric matching service as more airlines participate.

IT Investment Cost	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total*
Phase III	\$0.00M	\$4.78M	\$14.25M	\$19.72M	\$20.56M	\$21.45M	\$22.37M	\$23.34M	\$24.35M	\$150.80M

*Totals may not add correctly due to rounding.

2. Exit Site Infrastructure Costs

CBP will implement the necessary network infrastructure at the top 20 airports starting in FY 2017 to support biometric exit. The following table summarizes the cost elements and assumptions for the top 20 international airport sites.

ELEMENT	COST (\$K)	DESCRIPTION
Exit Network Installations	\$161.0/terminal	Currently at most airports where CBP processes international travelers, CBP does not have a network presence at the departure gates and terminal. This cost is to install network infrastructure to support the connection to the CBP network where public Wi-Fi or cellular services are not available. The installation may be wireless or wired. CBP will implement CBP Wi-Fi where cellular network is not sufficient to support CBP officers. The current estimate assumes that 10 percent of airports will require CBP Wi-Fi upgrades.

Operations and maintenance costs for networks at selected gates is estimated at 15 percent. This is based on existing deployments of similar size and complexity. Operations and maintenance costs are reflected beginning in the year after deployment.

3. Entry Device Upgrades and Infrastructure Costs

In addition to upgrading the biometric exit environment, CBP will provide necessary entry upgrades at the top 20 airports to facilitate biometric exit operations. The entry device upgrades include entry photo and fingerprint devices to ensure the high-quality capture of biometrics that can be used to facilitate a higher success rate of matching in the exit environment.

CBP also will upgrade devices to support 1:1 facial recognition and validate e-Passport country certifications upon entry to facilitate enrolling first-time Visa Waiver Program (VWP) travelers and foreign nationals in the biometric system and creating entry records suitable to match biometrically upon exit.

Because of the increased quality of biometrics at entry, CBP has included costs to upgrade entry networks at airports that will support the additional bandwidth requirements needed for enhanced multimodal biometrics collection and processing during entry transactions.

ELEMENT	COST (\$K)	DESCRIPTION
Entry Terminal Network Installation	\$663.5/airport	Each airport where CBP processes foreign arrivals requires network upgrades to support the additional bandwidth for the collection of multimodal biometrics. The cost includes site survey and design costs as well as installation.
Entry Lane Device Upgrade	\$7.8/entry lane	Each entry lane will require new multimodal biometric hardware to be procured and installed. New e-Passport readers, fingerprint scanners, and face cameras are included in this cost. The cost also includes new workstations to support new hardware.

4. Entry Applications

To support the collection and verification of multimodal biometrics, existing CBP entry applications will require upgrades to support new device interfaces, transmission of biometric data, and verification of biometric data. The entry applications will be modified with the focus on first-time VWP travelers to validate their e-Passports including the country certificate and to do a 1:1 facial recognition check against the photo on the e-Passport. The costs associated with the entry applications include development, testing, training, and security. Outyear costs include the cost to maintain change requests to the applications. Estimates are based on prior work efforts modifying CBP primary applications.

IT Investment Cost	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total*
Entry Application	\$4.00M	\$5.85M	\$1.38M	\$1.39M	\$1.41M	\$1.43M	\$1.45M	\$1.47M	\$1.50M	\$19.89M

*Totals may not add correctly due to rounding.

D. Programmatic and Operational Support

1. Program Management

Program management support will be required over the lifecycle of biometric exit. The program management costs are made up of government full-time equivalents and contractor support. The new program management office will be responsible for establishing the new Biometric Exit program, developing standards, establishing public/private partnerships, monitoring performance, and reporting. Government positions supporting biometric exit are listed in the chart below and will include stakeholder account managers to work with airports and airlines to coordinate the integration of biometric exit, international stakeholder managers, development of standards, and resources to address the privacy, legal, and regulatory challenges of implementing

a biometric exit solution. Details on each position, quantity, series, grade, and average cost is included in the table below. Totals include the number of positions required for the full program.

Position	QTY	Grade	Estimated Start	Year 1	Year 2
Domestic Airline/Airport Account Managers	3	14	2017	\$416,678	\$437,460
Domestic Airline/Airport Account Managers	4	14	2018	\$555,570	\$583,280
Domestic Airline/Airport Account Managers	3	14	2018	\$416,678	\$437,460
International Stakeholder Management	2	14	2017	\$277,785	\$278,047
Privacy	1	14	2017	\$138,892	\$143,523
Office of Chief Counsel	1	14	2017	\$138,892	\$143,523
Office of Rules and Regulations	1	14	2017	\$138,892	\$143,523

CBP’s Office of Field Operations and Office of Information and Technology contractor support costs for program management also are included in the overall estimate for program management services. In the initial years of the program, the total cost allocated for program management support from contractors is higher than outyears to support the acquisition and program management documentation, oversight, requirements, deployment, and test and evaluation. The table below provides the annual percentage of the total programmatic and IT costs that will fund contract services.

Contractor Support Costs	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025
Percentage	20%	20%	20%	20%	15%	8%	8%	8%	5%

2. Communications

Communications will consist of both national and local outreach for biometric exit to educate travelers. Additionally, resources will be required to work with travel authorities such as airports and airlines to ensure that biometric exit solutions are integrated with existing travel processes. Estimated costs for communications and outreach are based on programs of similar size and complexity.

The communications and outreach costs include a communications team to support the overall planning and national implementation of the program. The communications team will be responsible for developing an overall media and marketing plan for the industry and travelers, produce materials, and establish and maintain a communications website. These costs are frontloaded largely in the early years of the program because of the planning and educational requirements as the program matures. These costs are reduced greatly in the outyears and serve primarily as a maintenance function as stakeholders become more knowledgeable about the program. An additional budget of \$250,000 per airport for onsite and local communications and outreach was estimated for each airport in the year that it is deployed.

Communications Costs	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total*
Communication Team	\$5.28M	\$7.24M	\$7.29M	\$7.33M	\$3.90M	\$2.55M	\$1.80M	\$1.05M	\$1.07M	\$37.51M
Local Communication and Outreach		\$0.50M	\$1.00M	\$1.00M	\$1.00M	\$0.50M	\$0.50M	\$0.50M	\$0.00M	\$5.00M
Website		\$0.25M	\$0.13M	\$0.63M	\$0.64M	\$0.66M	\$0.68M	\$0.70M	\$0.72M	\$0.78M
Total	\$5.28M	\$7.99M	\$8.41M	\$8.40M	\$4.97	\$3.11M	\$2.37M	\$1.62M	\$1.14M	\$43.29M

*Totals may not add correctly due to rounding.

E. Technology Innovation Costs

CBP will continue to conduct biometric entry and exit innovation tests in air, land, and sea operational environments to implement CBP’s strategic vision fully. CBP will work with stakeholders to implement these tests. CBP will perform operational pilots of new and emerging technologies that could facilitate biometric exit. The cost of the pilots might include hardware, software, deployment, and operations, but costs, if any, will vary by the type of test. CBP utilized historical cost data from previous biometric exit pilots for the estimate. The following table provides the number of pilots per year in addition to costs to facilitate and enhance data exchange with bordering countries.

Innovation Pilot Cost	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025
Pilots Per Year	5	10	10	10	7	7	5	5	5
Cost	\$10.20M	\$17.22M	\$17.25M	\$17.27M	\$12.51M	\$12.53M	\$9.37M	\$9.39M	\$9.40M

F. CBP Officer Estimates per Airport

CBP’s National Targeting Center and PAUs already perform adjudication of departing international travelers through existing biographic systems, which allows CBP to identify and interdict any law enforcement threats. To address additional threats identified through a biometric system such as biometric watchlist hits and international travelers without entry records, CBP will need to increase its resources devoted to air passengers departing internationally.

Enhanced outbound adjudication will include adjudicating hits on travelers departing the country through U.S. airports by completing targeting and analysis before travelers begin boarding their flights. Although this is similar to how outbound processing is done today, the proposed biometric exit solution will include examining biometric hits in advance.

CBP officers will be required to respond to prioritized law enforcement alerts and exceptions generated by the biometric exit solution. CBP will add “enter without inspection” and high-priority biometric hits to the current outbound enforcement workload. A requirement of 441 officers is estimated to provide full airport staffing coverage to meet the requirements detailed above at the top 20 airports in the country. This workload was supported fully by the \$1 billion authorization that was expected in fee collections. The current and projected reductions in fee collections will limit CBPs staffing to 148 officers for the program on the basis of the current proposed deployment schedule. CBP expects to find efficiencies through implementation of outbound policies and technologies to reduce the staffing requirements; however, CBP may need to make adjustments to the outbound enforcement policy to operate with a reduced number of staff.

CBP Officer Estimate	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total
Outbound Enforcement Support	\$0.00M	\$3.92M	\$7.19M	\$14.51M	\$22.65M	\$26.01M	\$28.40M	\$30.15M	\$31.25M	\$164.08M
Total Officers Onsite (Enforcement)	0	35	44	79	127	148	148	148	148	148

IV. Spend Plan Estimate

The following section presents the spend plan estimate to deploy biometric exit capability at the top 20 airports, on the basis of the anticipated fee funding level of \$709 million. CBP intends to have biometric exit infrastructure and the back-end system ready to support all top 20 airports starting in FY 2018 through FY 2019. CBP intends to implement a scalable infrastructure starting in late FY 2018 through FY 2025 to support the airlines and airport authorities' implementation of biometric capture devices to support biometric exit. All nonlabor requirements are projected to be affordable under the current funding estimates from fee collections. However, CBP will not be able to staff the airports optimally at the current estimates because the collections are expected to be significantly lower than the \$1.0 billion envisioned when the fee was enacted.

CBP developed a notional schedule for adding CBP officers at each airport on the basis of the available funding through the fees that fund this account. The final deployment schedule will be dependent upon public/private partnership and integration into the CBP Biometric Pathway. CBP will update the spend plan once the deployment schedule is finalized with the airlines and airports.

The requirement for deployment to the top 20 airports with full CBP officer support was estimated to cost approximately \$1 billion through FY 2025. This spend plan, based on lower collections estimates, prioritizes the full development of program IT infrastructure for the air exit environment and maximizes enforcement staffing with the funds available once the infrastructure is in place.

Section 4.1 shows the overall spend plan to utilize the \$709 million in fee funding through the end of 2025. The funding is applied to IT investment, programmatic and operational support, and technology innovation to provide biometric exit capabilities at the top 20 airports. CBP will increase staff incrementally to 148 officers assigned to outbound enforcement, which is the maximum number of staff sustainable by the \$709 million fee funding level. Additional funding will be required once the authorized funding reaches its cap to refresh and maintain the biometric exit solution and staffing requirements after 2025.

The charts below reflect the full requirement to fund the Biometric Exit Entry Program optimally at the top 20 airports, as well as the spend plan based on the current fee funding estimate of \$709 million.

Top 20 Airports – Spend Plan Based on Current Funding Estimates

	2017	2018	2019	2020	2021	2022	2023	2024	2025	Total
Estimated Fee Funding Per Year	\$140.74 M	\$71.00 M	\$71.00 M	\$71.00 M	\$708.74 M					
IT Investment (Non-Recurring and O&M)	\$34.73 M	\$39.07 M	\$35.03 M	\$21.11 M	\$21.97 M	\$22.88 M	\$23.82 M	\$24.81 M	\$25.85 M	\$249.28 M
Phase I - Operationalize Departure Information Systems	\$0.43 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.43 M
Phase II - Build Enterprise Services and End-State Biometric Exit solution	\$30.31 M	\$28.45 M	\$19.41 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$78.16 M
Phase III - Scalable Infrastructure	\$0.00 M	\$4.78 M	\$14.25 M	\$19.72 M	\$20.56 M	\$21.45 M	\$22.37 M	\$23.34 M	\$24.35 M	\$150.80 M
Entry Applications	\$4.00 M	\$5.85 M	\$1.38 M	\$1.39 M	\$1.41 M	\$1.43 M	\$1.45 M	\$1.47 M	\$1.50 M	\$19.89 M
Programmatic and Operational Support	\$18.31 M	\$24.60 M	\$24.76 M	\$22.31 M	\$16.02 M	\$10.03 M	\$9.28 M	\$7.21 M	\$6.88 M	\$139.41 M
Program Management	\$13.03 M	\$16.61 M	\$16.35 M	\$13.91 M	\$11.05 M	\$6.91 M	\$6.92 M	\$5.60 M	\$5.74 M	\$96.12 M
Communications and Stakeholder Management	\$5.28 M	\$7.99 M	\$8.41 M	\$8.40 M	\$4.97 M	\$3.11 M	\$2.37 M	\$1.62 M	\$1.14 M	\$43.29 M
Technology Innovation Costs	\$10.20 M	\$17.22 M	\$17.25 M	\$17.27 M	\$12.51 M	\$12.53 M	\$9.37 M	\$9.39 M	\$9.40 M	\$115.14 M
Site Deployments: Top 20 airports	\$9.37 M	\$9.65 M	\$7.75 M	\$2.31 M	\$2.31 M	\$2.31 M	\$2.31 M	\$2.38 M	\$2.45 M	\$40.83 M
Entry Infrastructure Upgrades	\$8.98 M	\$8.09 M	\$6.41 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$23.48 M
Exit Network Upgrades - terminal + gates (w/O&M)	\$0.39 M	\$0.89 M	\$0.00 M	\$0.00 M	\$0.00 M	\$1.27 M				
Exit Gate Equipment - (Public/Private Partnership)	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M	\$0.00 M
Site Operations and Maintenance - 15% of total value	\$0.00 M	\$0.67 M	\$1.35 M	\$2.31 M	\$2.31 M	\$2.31 M	\$2.31 M	\$2.38 M	\$2.45 M	\$16.08 M
Total Programmatic and IT Investment	\$72.61 M	\$90.55 M	\$84.80 M	\$62.99 M	\$52.81 M	\$47.75 M	\$44.78 M	\$43.79 M	\$44.58 M	\$544.66 M
Funding Remaining	\$68.13 M	\$48.58 M	\$34.78 M	\$42.79 M	\$60.98 M	\$84.23 M	\$110.45 M	\$137.66 M	\$164.08 M	\$164.08 M
Outbound Enforcement Support	\$0.00 M	\$3.94 M	\$7.19 M	\$14.51 M	\$22.65 M	\$26.01 M	\$28.40 M	\$30.15 M	\$31.25 M	\$164.08 M
Total Officers on-Site (Enforcement)	0	35	44	79	127	148	148	148	148	148
Departure Coverage	0.00%	6.34%	24.46%	76.63%	95.78%	95.78%	95.78%	95.78%	95.78%	95.78%
Total Investment with Officers	\$72.61 M	\$94.49 M	\$91.98 M	\$77.50 M	\$75.45 M	\$73.76 M	\$73.18 M	\$73.93 M	\$75.83 M	\$708.74 M
Funding Remaining after Officer Salaries (or Shortfall)	\$68.13 M	\$44.64 M	\$23.66 M	\$17.15 M	\$12.70 M	\$9.94 M	\$7.76 M	\$4.83 M	\$0.00 M	\$0.00 M

4.1 – Spend Plan Assumptions:

- When the Biometric Entry-Exit fee was enacted for CBP, a funding level of approximately \$1.0 billion was envisioned. On the basis of that funding level, \$1 billion would be applied to building the biometric exit solution to support the top 20 airports with 441 CBP officers to support outbound enforcement. The current spend plan is based on an estimate of a \$709 million overall program budget through FY 2025, which can support a maximum of 148 CBP officers. This spend plan does not reflect the current LCCE of the entire program (which represents the full requirements, not capped by funding limits).
- The current Biometric Exit Fee collection forecasts estimate that funding will accumulate at \$71 million per year from FY 2018 to FY 2025, with actual collection levels being used for FY 2016 and FY 2017.
- The \$709 million is applied to IT investment, programmatic and operational support, and technology innovation to provide biometric exit capabilities at the top 20 airports.
- Deployment of exit capability to airports will require public/private partnerships. Deployment priority will be given to airlines and airports that establish partnerships.

- Airlines and airports will provide the devices and will rely upon their own business relationships with travelers to capture and submit biometrics to the CBP back-end system for verification. All back-end system and infrastructure must be completed prior to deployment to the first airport.

V. Conclusion

CBP will utilize the biometric exit fee authorized by Congress to build the back-end infrastructure, and will provide programmatic and operational support to enable biometric exit at the top 20 airports, which are used by greater than 95 percent of departing foreign nationals. CBP intends to enable airlines and airport authorities to plug into the CBP back-end infrastructure starting in FY 2018. As airlines and airports deploy biometric capture devices, CBP intends to provide the CBP officers to respond to law enforcement alerts and exceptions generated by the biometric exit solution. For the purposes of the spend plan, CBP estimated the distribution of CBP officers at the top 20 airports. CBP will not be able to fund the projected requirement of 441 CBP officers to meet all program enforcement operations under the current fee projections. On the basis of current fee collection estimates, the spend plan funds up to 148 CBP officers using fee revenue through FY 2025. CBP will update the spend plan once the deployment schedule of front-end devices is finalized with airlines and airport authorities.

CBP will continue to explore opportunities to partner with airports and airlines to integrate solutions into travel processes, identifying incentives that will benefit both facilitation and national security. CBP will continue to look at business transformation initiatives to generate resources to support biometric exit operations, minimizing the need for new officer staff, and will create new outbound enforcement policies to minimize the number of officer staff required. Although CBP continues to look for efficiencies through partnerships and other transformation initiatives, CBP will consider other long-term solutions, whether through seeking appropriations or a permanent biometric exit fee that would cover the cost of the biometric exit program, including officer staff, operations and maintenance, and technology refresh of the solutions into the future.

Appendix – List of Acronyms

Acronym	Definition
CBP	U.S. Customs and Border Protection
EXT	Entry/Exit Transformation Office
DHS	Department of Homeland Security
FY	Fiscal Year
IT	Information Technology
LCCE	Lifecycle Cost Estimate
PAU	Passenger Analysis Unit
PoR	Program of Record
VWP	Visa Waiver Program